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 NEXT REVIEW DATE: \_\_\_\_\_  
 AUTH: HR 10-2  
 DATE: 24 MAR 1957 REVIEWER: \_\_\_\_\_

SEP 1957

25X1

MEMORANDUM FOR: Deputy Director/Plans

SUBJECT : Relief for Employees and Their Dependents  
Stationed at Hardship Posts

I have given careful consideration to the Inspector General's memorandum dated 22 June 1957, subject as above, as well as to the comments thereon of the ID/S and the Comptroller and the further remarks of the Inspector General submitted under date of 19 August 1957.

I have concluded that at the present time I will not act to approve what must of necessity be a long range policy. Instead, I would like to have the ID/P Area Divisions, in collaboration with the Deputy Directors for Intelligence and Support, prepare specific relief programs covering the stations in their respective areas. In preparing these programs I feel strongly that we must stop thinking solely in terms of "hardship areas and/or posts." We must recognize that basically we are attempting to alleviate hardships imposed on individuals wherever located whether caused by virtue of climate or area conditions, type of job assignment or other peculiar and difficult conditions incurred as a result of their employment with CIA.

As specific program proposals are completed to the satisfaction of the ID/P, and with the concurrence of the ID/S, they should be submitted to the Office of the Director for review and approval. After we have thus gained the experience of developing specific approved plans it will be possible for the Director to establish a long range policy within the framework of which the relief program can be expanded appropriately.

25X1

O/DCI,  nf 4 Sep 57

Signed

Dist: cc: IG  
DD/I  
DD/S

FMC Chrono via Reading

2 - A/DCI

1 - ER

C. P. CABELL  
Lieutenant General, USAF  
Acting DirectorNote by  to Gen Cabell, 25X1, indicates: "I have shown this to Kirk, who agrees with this handling."

ENR-11-11-11

**SECRET**

Approved For Release 2003/06/13 : CIA-RDP80R01731R000700460003-6

19 August 1957

MEMORANDUM FOR: Acting Director of Central Intelligence

SUBJECT : Recommendations on Relief for Employees and Their Dependents Stationed at Hardship Posts

1. This memorandum contains a recommendation for your approval in paragraph 5.

2. The day before my departure for Europe, on 22 June 1957, I signed a memorandum addressed to the Director containing a suggested procedure for "Relief for Employees and Their Dependents Stationed at Hardship Posts." On 15 August 1957 this memorandum returned to my office with the concurrences of the DD/I and the DD/P and comments by the DD/S and the Comptroller. In forwarding this study to you I would like to comment on the memoranda of both the Comptroller and the DD/S.

3. The gist of the Comptroller's memorandum is to question whether it is wise to grant extra benefits to CIA personnel over and above those given to other U. S. Government employees located in the same area. The Comptroller is basically raising one of the most important--and apparently unresolved--questions concerning this Agency; namely, is this just another U. S. Government agency, or is it one charged with an extremely important mission and empowered to take the required actions to accomplish this mission? I, for one, have always felt that our mission is one of the most important in the U. S. Government and that we possess the necessary legislative authority to accomplish this mission. I have always subscribed to the view that where possible we should adhere to the policies and procedures of other government agencies, but that in certain instances we should recognize that we are different and should not hesitate to be different. I believe the Director also feels that this is the case and that inasmuch as our personnel overseas work harder, serve longer hours, and face greater hardships and dangers than other Federal employees, that we should provide them with extra benefits, particularly in hardship posts. Perhaps this paper will serve an important purpose if it can definitely establish that this is indeed the policy to be followed.

4. The Comptroller also raises several questions, all pertinent, concerning the implementation of relief missions from hardship posts. The DD/S also touches on this subject in his memorandum and states that what we need is a specific proposal from each area division so that some across-the-board principles can be established. It should be noted that prior to the preparation of this paper the IG Staff polled each

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area division concerning hardship posts and came to the conclusion that in each instance the relief missions were sufficiently different so that the program would have to be implemented on a post by post basis. We also were, and are of the opinion that this is a program which can be implemented by and within the DD/P area. We do not believe that it is necessary, beyond the assumed coordination with the appropriate DD/S offices, that the subject should be referred to the Director or should require his approval in each instance.

5. It is recommended that the attached paper be approved and implemented at the earliest possible date.

25X1

[Redacted]  
Wiman B. Kirkpatrick  
Inspector General

Attachment

cc: DD/Support  
DD/Plans

**SECRET**

Approved For Release 2003/06/13 : CIA-RDP80R01731R000700460003-6

JUN 22 1957

MEMORANDUM FOR: Director of Central Intelligence  
 SUBJECT : Relief for Employees and Their Dependents Stationed  
 at Hardship Posts

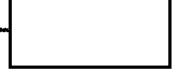
1. This memorandum contains, in paragraph 5, a recommendation for your approval of a memorandum to the Deputy Director for Plans.

2. At your request, we have studied the problem of what action the Agency can take to afford relief to employees and their dependents stationed at hardship posts. The study indicates that the hardship factors which exist at many of our Field Stations have a particularly debilitating effect on the working efficiency of clandestine service personnel and that the travel cost of round-trip travel to a place suitable for effective rest and rehabilitation is beyond the financial capacity of all but a few Agency employees. Therefore, Agency paid round-trip travel to an area where effective rest and rehabilitation can be obtained is the key to solution of the basic problem. Typical hardship factors are:

a. Extreme climatic conditions such as the unrelenting



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 NEXT REVIEW DATE: *204*  
 AUTH: HR 70-2  
 DATE: *24 MAR 1981* REVIEWER: 

b. Generally poor living and/or working conditions as prevail in [redacted]

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c. Tensions caused by natural or man-made travel restrictions, unfriendly indigenous attitude toward Americans, inability to communicate with the local population due to lack of language abilities, etc., all contribute to a feeling of isolation, of being "closed in"; [redacted]

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d. Such periodic and relatively short-term situations as the Berlin Blockade, the Middle East during the 1956 crisis, etc., can create working and living conditions which have a greatly stepped-up and adverse effect on the working efficiency of the Agency employees and the morale and physical well being of their dependents; in addition, these conditions are magnified by a greatly expanded work-load for Agency personnel.

3. Most Agency employees abroad are engaged in clandestine activities, work under cover and security restrictions, and are normally required to work long and odd hours which prevents them from going into that state of "hibernation" which is normally used to beat the heat in the tropics; the very nature of their clandestine work requires that Agency employees overseas be on duty twenty-four hours a day, seven days a week. Because these factors create a basic difference between

the working conditions of clandestine service personnel as compared with the normal United States Government employee overseas, it would be patently unfair to Agency employees for the Agency to limit itself to the type and degree of hardship benefits that may be given by other departments and agencies. It is recognized that "cover problems" may arise at particular Stations if Agency personnel under official cover are permitted to enjoy an R&R program that is different than that of their cover organization. Such problems should be solved through the exercise of the same energetic imagination that is used to lick any other type of operational problem.

4. No additional legislation is required for CIA to provide relief to its employees and dependents at hardship posts, as the Director has ample authority at present to provide this by administrative action.

5. Because of the great variance in the hardship factors present at any given Field Station, it would not be practical to issue an Agency Regulation on the subject. A preferable method is one of direct action energized by empowering the DD/P to authorize the initiation of hardship post relief programs developed at the Division level and tailored to fit the specific problems prevailing in each geographic area. It is intended that such programs will cover all pertinent Agency personnel overseas. It is believed that each Division Chief should submit to the DD/P a list of those Field Stations deemed to be in the hardship post category, the factors that make it a hardship post, and the relief program which the Division Chief proposes to initiate. Each Divisional program should be so coordinated as to ensure adequate provision for any cover problems.

that may be involved and concurrence from the Medical Staff that the areas selected for rest and rehabilitation will, in each case, provide the desired result. It must be emphasized at all times that the basic purpose of the hardship post relief program is to maintain the working efficiency of the Agency employees stationed at such posts through the alleviation of any factors which tend to debilitate that working efficiency. It is further believed that the SIA/DO/P should maintain records on the hardship relief authorized at each station and should annually review, in collaboration with the Division concerned, the current situation at each post and determine if the relief measures are still effective and/or required. It is recommended that you sign the attached memorandum of authorization for the DO/P.

/s/ Lyman Kirkpatrick

Lyman B. Kirkpatrick  
Inspector General

CONCURRENCES:

151  
Deputy Director/Intelligence

Recommendation in paragraph 5  
(approved) (disapproved)

Deputy Director/Support

Director of Central Intelligence

Controller

O/IG: [ ] (21 June 57)

25X1

General Counsel

Distribution:  
Orig and 1 - Addressee  
1 - IG Chrono  
✓ - IG File  
1 - RST Chrono

SECRET

Executive Registry

MEMORANDUM FOR: Deputy Director for Plans

SUBJECT : Relief for Employees and Their Dependents Stationed at Hardship Posts

1. You are hereby empowered to authorize the initiation of area division relief programs for the benefit of all Agency employees and their dependents when assigned to Field Stations determined by you to be in the hardship post category, due to the presence of conditions having a debilitating effect on the working efficiency of the employees concerned.
2. A preliminary survey indicates that Agency paid round-trip travel for employees and dependents between the hardship post involved and areas selected for their rest and rehabilitation potential will be the basic requirement for an effective relief program.
3. It is believed that these relief programs should be developed by each area division, in collaboration with DD/I and DD/S in any case where personnel under their jurisdiction may be involved, and "hand-tailored" to meet the specific conditions prevailing at each Field Station determined to be in the hardship category. After approval by you, the details of each program, on a Station-by-Station basis, should be recorded by the SSA/DD/S, who should, in collaboration with the Division concerned, make an annual review of each program and report to you as to its continued necessity and/or effectiveness, including pertinent recommendations for revision.
4. Although the specific implementation of each approved relief program should be left to the discretion of each Station Chief, all concerned should be urged to participate in the program, as its basic purpose is maintenance of the working efficiency of Agency employees overseas.

Allen W. Dulles  
DIRECTOR

O/IG: [ ] (21 June 57)

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Approved For Release 2003/06/13 : CIA-RDP80R01731R000700460003-6  
1 - RST Chrono

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70-6508  
all DDP 5-1-196

MEMORANDUM FOR: Deputy Director (Plans)

SUBJECT : Relief for Employees and Their Dependents Stationed  
at Hardship Posts

1. You are hereby empowered to authorize the initiation of Area Division relief programs for the benefit of Agency employees and their dependents when assigned to Field Stations determined to be in the hardship post category, due to the presence of conditions having a debilitating effect on the working efficiency of the employees concerned.

2. A preliminary survey indicates that Agency-paid round trip travel for employees and dependents between hardship posts involved and areas selected for their rest and rehabilitation will be the basic requirement for an effective program.

3. It is believed that these relief programs should be developed by each Area Division, in collaboration with the Deputy Directors for Intelligence and Support in any case where personnel under their jurisdiction may be involved, and "hand-tailored" to meet the specific requirements prevailing at each Field Station determined to be in the hardship category. Hardship post relief programs may be approved by you with the concurrence of the Deputy Director (Support). Details of each approved program should be recorded by the Special Support Assistant to the Deputy Director (Support) who, in collaboration with the division concerned, should make an annual review of each such program and a recommendation as to its continued necessity and effectiveness, including pertinent recommendations for revision.

4. Although the specific implementation of each approved relief program should be left to the discretion of each Station Chief, all concerned should be urged to participate in the program, as its basic purpose is maintenance of working efficiency of Agency employees overseas.

C. P. CABELL  
Lieutenant General, USAF  
Acting Director  
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DATE: 24 MAR 1981 REVIEWER:

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31 July 1957

Approved For Release 2003/06/13 : CIA-RDP80R01731R000700460003-6

\* COMMENTS OF COMPTROLLER ON PROPOSAL TO PROVIDE RELIEF  
FOR EMPLOYEES AND DEPENDENTS STATIONED AT HARDSHIP POSTS

The purpose of these comments is not to question the authority or power of the Director to grant rest and rehabilitation to personnel and their dependents at Agency expense, because the provisions of CIA Act of 1949 give the Director broad powers relative to the expenditure of funds.

The question raised is a question of policy as to whether it is wise, appropriate, and essential to grant extra benefits to CIA personnel over and above the normal allowances and benefits given to other U.S. Government employees located in the same area. It would only be a matter of time before it would become generally known among the U.S. community in each place that such rest and rehabilitation was being given at Government expense. It wouldn't be long before rumors or questions would reach members of Congress. In fact, at a recent meeting with Congressman James C. Davis, Chairman, Subcommittee on Manpower Utilization and Departmental Personnel Management of the Committee on Post Office and Civil Service, and H. R. Gross, member of the same committee, a number of questions were asked relative to rates of pay, overseas allowances, and benefits given to CIA employees. They were assured that CIA employees received no greater allowances and benefits than those enjoyed by members of the Foreign Service of State.

It may be of interest to note that State on more than one occasion has complained of this Agency's practice of obtaining and furnishing quarters to employees thereby competing and outbidding State for available quarters. A great number of the quarters furnished are in excess of the normal quarters allowance allowed individuals stationed overseas. It is a possibility that this action on the part of CIA may bring questions from Congressional Committees at some future date. At a recent appropriation hearing, one of the members of the committee stated that other members of Congress had told him that CIA was a wild-spending outfit and that, if the facts were known, it would be a national scandal.

In the event that the proposal is approved, the approval should be specific as to what expenses will be allowed. The proposed memorandum to DD/P speaks of an "Agency-paid round trip travel for employees and dependents." Does this mean only transportation costs, or does it include other costs, such as per diem, etc.? What limitations will be placed on the length of time for rest and rehabilitation? Will annual leave be charged, or will official leave be granted? A program of this nature should be spelled out in every detail and careful records maintained containing all facts and figures in case the Agency is called upon to explain the program.

The proposal covers a subject which should receive careful study and be considered from all angles. The cost of such a program is an important factor, since the President has requested all agencies to keep their 1958 and 1959 budget programs at or below the 1957 level.

Frankly, I don't believe that the Agency should activate such a program of rest and rehabilitation without first touching base with the Bureau of the Budget and certain committees of the Congress.

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DATE: 24 MAR 1958 REVIEWER: *[Signature]*

FBI - WASHINGTON

Comptroller

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10 August 1957

## MEMORANDUM FOR THE RECORD

**SUBJECT** : Relief for Employees and Their Dependents Stationed at Hardship Posts.

**REFERENCE:** Memo dtd 22 Jun 57 to DCI fr IG, same subject.

1. I concur in the desirability of a "Rest and Rehabilitation Program" for Agency personnel and their dependents stationed at selected "hardship" posts. However, it seems to me that the referenced memorandum merely confirms the Director's determination to this effect in October, 1956, following his visit to stations around the world.

2. In my opinion what we need for study is perhaps one specific proposal from each area division which believes that it has a post which will qualify. While each program will have to be tailored to meet the needs of the individual post, through this procedure I believe that some across-the-board principles can be established. I recommend that we proceed in this direction without further delay.

3. I also believe that a program for Agency employees over and above programs which are available to United States Government employees generally, and particularly to employees of our cover agencies, is sufficiently delicate and important to warrant the Director's approval, at least in its early stages.

4. The Comptroller's reservations as to the wisdom of undertaking such a Program are worth careful consideration.

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 DATE: *24 MAR 1961* REVIEWER: \_\_\_\_\_

L. K. White  
 Deputy Director  
 (Support)

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MEMORANDUM FOR: Deputy Director (Plans)

SUBJECT : Relief for Employees and Their Dependents Stationed at Hardship Posts

1. You are hereby empowered to authorize the initiation of Area Division relief programs for the benefit of Agency employees and their dependents when assigned to Field Stations determined to be in the hardship post category, due to the presence of conditions having a debilitating effect on the working efficiency of the employees concerned.

2. A preliminary survey indicates that Agency-paid round trip travel for employees and dependents between hardship posts involved and areas selected for their rest and rehabilitation will be the basic requirement for an effective program.

3. It is believed that these relief programs should be developed by each Area Division, in collaboration with the Deputy Directors for Intelligence and Support in any case where personnel under their jurisdiction may be involved, and "hand-tailored" to meet the specific requirements prevailing at each Field Station determined to be in the hardship category. Hardship post relief programs may be approved by you with the concurrence of the Deputy Director (Support). Details of each approved program should be recorded by the Special Support Assistant to the Deputy Director (Support) who, in collaboration with the division concerned, should make an annual review of each such program and a recommendation as to its continued necessity and effectiveness, including pertinent recommendations for revision.

4. Although the specific implementation of each approved relief program should be left to the discretion of each Station Chief, all concerned should be urged to participate in the program, as its basic purpose is maintenance of working efficiency of Agency employees overseas.

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 DATE: 24 MAR 1981 REVIEWER:

JEN W. DULLES  
of Central Intelligence

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Approved For Release 2003/06/13 : CIA-RDP80R01731R000700460003-6

I did not put an "approved" line on 10 memo dated 19 Aug. as this memo is really supplementary to original memo of same subject (dtd 22 June), which memo bears the approval line.

Also, I am forwarding all papers rec'd here on same subject from DD/S and Comptroller, although I don't know why they forwarded so many copies. It looks like a pretty messy group of papers, but I decided not to worry about them until a decision is reached about signing. You will note that on memo for DCI signature to DD/P and the DD/S office has pencilled in "Att DD/S 57-2180" and "BF 6508" has also been added, although it was drafted in 0/IG and is technically an attachment to the 22 June memo.

**SECRET**

MEMORANDUM FOR: GENERAL CABELL

I agree with Kirk that we should at least go ahead and have the Divisions come up with specific proposals for relief at their hardship posts.

In view of the unquestionable pertinency of the Comptroller's remarks, however, it seems to me that you might wish to reserve for yourself a review of the Area Division's proposals before they are in fact implemented by the DD/P.

25X1

22 Aug 57

(DATE)

**SECRET**

FORM NO. 101 REPLACES FORM 10-101  
AUG 54 WHICH MAY BE USED.

MEMORANDUM FOR: General Cabell

I have shown this to Kirk who agrees  
with this handling.

Copies to  
DD/S  
IG.

5 Sept 57

(DATE)

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Approved For Release 2003/06/13 : CIA-RDP80R01731R000700460003-6

FORM NO. 101 REPLACES FORM 10-101  
1 AUG 54 WHICH MAY BE USED.